

Municipal Buildings & Facilities

The Municipal Buildings and Facilities element of Mashpee's Comprehensive Plan addresses existing conditions, goals and objectives, planned renovation and new construction, and projected needs in 2004 and buildout for Mashpee's Town Hall, D.P.W Garage, Library, Archives Building, Senior Center, Cemetery, and the Wampanoag Museum. (Public Safety and School facilities are covered in other Plan elements.)

After review of the Cape Cod Commission's Regional Policy Plan requirements, Mashpee's public opinion survey results and goals, objectives, and policies pertaining to Town buildings and facilities, a subcommittee of Town representatives contributed information regarding their respective buildings and facilities. Information about each facility, along with any existing plans for renovation, expansion and/or new construction, was followed by an analysis of the projected needs in 2004 and at town "buildout" for each facility, along with recommendations for any new facilities not currently being provided.

Population projection information was used in determining projected needs. The projected needs were based on: 1) standard levels of service, where such information was available and 2) population projections for 2004 and buildout. Available options and the Town's fiscal capacity to meet the projected needs, as well as sources of alternative funding were presented. Finally, an action plan was developed with a recommended 5-year Capital Improvements Plan, procedural and regulatory recommendations, and year 2004 and buildout recommendations for municipal buildings and facilities.

The concept of weighted population was used to determine needed level of service for Mashpee's facilities. Since Mashpee not only has a year-round population but a much larger summer population that is not reflected in the U.S. Census, use of a weighted population allows the Town to design its services for both the year-round population and the corresponding increase of its summer population. It is calculated by taking the year-round population and multiplying it by .75 (for 9 months), then taking the summer population and multiplying it by .25 (for 3 months: June, July and August). These two numbers are added together to create a "weighted population." For example:

$$\begin{aligned}\text{Weighted Population} &= (\text{Year Round Population} \times .75) + (\text{Summer Population} \times .25) \\ \text{Weighted Population} &= (8661 \times .75) + (16822 \times .25) \\ \text{Weighted Population} &= 10,701\end{aligned}$$

Goals & Objectives

The process by which Municipal Buildings & Facilities goals and objectives were developed is detailed in the full-length plan. On January 3, 1996, the Mashpee Planning Board voted to adopt the following:

- GOAL #1.** TO ENSURE ADEQUATE MUNICIPAL FACILITIES TO MEET COMMUNITY NEEDS.
- GOAL #2.** TO ENSURE THAT THE LOCATION AND CONSTRUCTION OF MUNICIPAL BUILDINGS & FACILITIES IS CONSISTENT WITH MASHPEE'S OTHER PLANNING GOALS.
- GOAL #3.** TO ENSURE THAT THE CONSTRUCTION AND MAINTENANCE OF MUNICIPAL BUILDINGS & FACILITIES ENHANCES COMMUNITY PRIDE AND THE VISUAL QUALITY OF OUR BUILT ENVIRONMENT.
- GOAL #4.** TO MAXIMIZE NON-PROPERTY TAX FUNDING SOURCES FOR NEW MUNICIPAL BUILDINGS AND FACILITIES.

GOAL #5. TO ENSURE THAT NEW DEVELOPMENT PROVIDES OR CONTRIBUTES A FAIR SHARE OF THE COST OF MUNICIPAL INFRASTRUCTURE AND SERVICES NECESSARY TO SUPPORT IT.

GOAL #6. TO ENSURE THAT NEW DEVELOPMENT IS LOCATED SO AS TO MOST EFFICIENTLY UTILIZE EXISTING MUNICIPAL INFRASTRUCTURE.

GOAL #7. TO ENSURE THAT MASHPEE INTERESTS ARE FULLY REPRESENTED IN THE LOCATION AND DEVELOPMENT OF REGIONAL FACILITIES.

Objectives

- A. To maintain a clear understanding of existing and projected needs for municipal buildings and facilities.
- B. To develop and maintain a coordinated plan for constructing and funding municipal buildings and facilities which is consistent with the Town's other planning goals and available revenues.
- C. To conduct structural and visual reviews of existing Town buildings and facilities at least once every five years to determine needs for rehabilitation, reconstruction, replacement, landscaping and signage improvements or other structural or aesthetic improvements.
- D. To develop, maintain and adequately fund an efficient and coordinated program for regular maintenance of Town buildings and facilities.
- E. To secure any available federal, state or other grants for the funding of municipal buildings and facilities.
- F. To establish a program of development impact fees to ensure that new development provides, or contributes a fair share of the cost of, municipal infrastructure and services necessary to support it and that such infrastructure or funding is provided in a timely manner.
- G. To ensure that Town bylaws, regulations and policies encourage the location of new development where it will most efficiently utilize or enhance existing municipal infrastructure and will be consistent with the Comprehensive Plan.
- H. To ensure that the location and development of regional facilities has no adverse impact on Mashpee and provides a fair share of benefits to the Town.
- I. To ensure that Town facilities development projects and plans are coordinated with those of the Mashpee Water District and other public agencies and utilities.
- J. To ensure that all Town buildings and facilities are in compliance with the requirements of the Americans With Disabilities Act.

Existing Facilities

A \$1.5 million renovation project was recently completed at **Town Hall**. The project was one of two large capital projects being undertaken during 1995 and 1996 (the other being the High School). Planning for an expanded Town Hall began with a *Municipal Offices Facilities Study*, prepared by Donham & Sweeney, Inc., Architects, in June 1995. Donham & Sweeney recommended an increase to 29,000 square feet, which would satisfy anticipated expansion of municipal staff through the next 20-50 years. Fiscal constraints led to this plan being split into two phases: Phase I, the renovation, and Phase II, an expansion. As currently proposed, Phase II is scheduled for 2006. An updated space needs study should be conducted in 2004 so that Phase II is constructed to reflect the Town's needs at that time.

The **D.P.W. Garage and Facility** includes office space, a maintenance garage and materials storage space. A salt storage shed was built in Fiscal Year 1997. The DPW's immediate concerns are additional garage space to store equipment during the winter, repairs to the DPW building, a new paint job and roof, and a repaving the DPW yard. In the mid to long-term, a site is needed to dispose, store and handle soil, materials

and fill. The current D.P.W. property will not meet all of these needs. The landfill, once capped, offers an opportunity for a materials storage yard and a long-term storage area for waste materials.

Mashpee's **Public Library** is a 5,200 square foot facility, which was built in 1987. Due to fiscal constraints it was built 5,000 square feet smaller than recommended for a town of Mashpee's size. Today, based on identified standards, the library lacks the required number of seats and expected number of volumes, and does not have the needed space for computer workstations, microfiche equipment, a reference desk, or for the volumes it does have in circulation. To address these issues a Library Expansion Study has been included on the Town's Capital Improvement Program for FY 1999. The design would occur in FY 2000 with the expansion itself started in FY 2001. A Space Needs Analysis conducted as part of this Plan, which used identified library size standards, indicates that a 12,400 square foot facility would be needed to serve the Town by 2004. This would entail a 7,500 square foot addition, which the Library Board of Trustees is now seeking. Fiscal constraints are an issue, but there may be alternative funding sources to provide for the proposed addition. Library grant monies for construction through the State Board of Library Commissioners and an impact fee program offer two ways to provide for the additional space.

Since 1987, the **Town Archives** has been located in the former Library building. It is operated by the Historic Commission. At this time only normal maintenance is scheduled. A number of repairs and improvements are needed. As no Needs Study is currently on the Town's Capital Improvements Program and many other capital projects are being undertaken, the earliest these needs can be met is 2004. This assessment could change if any of the projects are seen as critical to the integrity of the building's structure. To preserve the Archives' materials, fire protection and climate control are two key needs. The Historic Commission would like to use the building's basement as a meeting room, exhibit display space and to possibly house its anticipated computer system. To be able to use the downstairs as planned will require upgrading the facility to ADA standards. Also being sought is the moving of the Ockway Chapel onto Collins Lot to be used as an annex.

The **Indian Museum** is located on Main Street (Route 130) in a building known as the Avant House. It houses artifacts showing the Wampanoag way of life and Mashpee's history. Transfer of ownership to the Mashpee Wampanoag Tribal Council was approved by Annual Town Meeting in May, 1997 and the deed was expected to be in their possession by Winter, 1998. The age and construction of this building have created problems that must be addressed through renovation. Most notable are requirements for an improved foundation and stabilization of the floor on the first level. A Design Study has been prepared by the Taylor, Mac Dougall, Burns architectural firm. Due to fiscal concerns, it is likely that the resulting plan will need to be done in two phases. Phase I will involve preserving the integrity of the Avant House with needed renovations. Phase II will involve an expansion to provide for additional exhibit space. The Tribal Council would like to see a new building be added to this site to be used to house additional artifacts, as well as other planned programs.

Mashpee's **Senior Center** was renovated and expanded in 1993, which brought this facility up to 4,970 square feet. The growth in senior population, coupled with the popularity of the services this facility provides, has created a situation where this facility is being used at, or exceeding, capacity. The great room, parking lot and the kitchen all need expansion. An adult social / day care program is an identified need which would require additional space. In addition, the thrift shop building is coming to the end of its useful life. To address these concerns, a Space Needs Study has been proposed for the Town's Capital Improvement Program in FY 2000. Also identified on this Program is the adult social/day care program, which would start in FY 2001. To provide funding for the next expansion, grants from the State Executive Office of Elder Affairs should be sought, as Provincetown had its new building funded with 85% state monies.

The existing **Meetinghouse Cemetery** has almost reached capacity of gravesites. As it has been historically used by the Native American population, the completed expansion of this cemetery will provide space for the Wampanoag to continue to be buried with their ancestors. To address the need for a second Town Cemetery, the Mashpee Cemetery Study Committee has studied potential cemetery sites. The Committee's number one site is the 15.9 acre Mingo property at the intersection of Great Neck Road South and Great Hay Road. More detailed planning is needed answer the questions involved in developing a cemetery, including: how much land will be cleared, how much will it cost to have the facilities developed, who will be responsible for selling the plots, and who will be responsible for maintaining the cemetery. The initial estimate is to have five acres cleared. A preliminary analysis showed this would meet the Town's needs through 2004.

Two facilities not being provided at this time are a **community center** and a **swimming pool**. A true Community Center is not financially feasible at this time or in any time in the foreseeable future. An expanded recreation building and the High School have been identified as facilities that can serve to fulfill a role as a "community center."

Recommended Policies

The following policies are proposed to guide Town agencies, residents and developers in achieving the Town's Municipal Buildings and Facilities goals and objectives.

1. To develop and maintain estimates of current and projected needs for municipal buildings and facilities and to update such estimates at least once every five years.
2. To involve all Town departments and the general public in the preparation and updates of needs estimates for municipal buildings and facilities.
3. To develop and maintain a coordinated plan for constructing and funding municipal buildings and facilities which is consistent with the Town's other planning goals and available revenues and to update such plan at least once every five years.
4. To include the needs of all Town departments in its preparation and updates of municipal buildings and facilities construction and funding plans.
5. To conduct structural and visual reviews of existing Town buildings and facilities at least once every five years to determine needs for rehabilitation, reconstruction, replacement, landscaping and signage improvements or other structural or aesthetic improvements.
6. To develop, maintain and adequately fund an efficient and coordinated program for regular maintenance of Town buildings and facilities.
7. To seek any available federal, state or other grants for the funding of municipal buildings and facilities.
8. To establish and maintain a program of development impact fees under the applicable provisions of state law and county ordinances, to ensure that new development provides or contributes a fair share of the cost of, municipal infrastructure and services necessary to support it and that such infrastructure or funding is provided in a timely manner relative to the creation of project impacts.
9. To coordinate the location and development of municipal and private buildings or facilities where appropriate to reduce municipal costs or further the accomplishment of the Town's goals and objectives.
10. To encourage the location of new development where it will most efficiently utilize or enhance existing municipal infrastructure and will be consistent with the Comprehensive Plan.
11. To seek active participation in planning and decision-making relative to the location and development of regional facilities to ensure that such facilities have no adverse impact on Mashpee and provide a fair share of benefits to the Town.
12. To participate in the development of regional facilities which would benefit the Town of Mashpee either through enhanced services to town residents or reduced costs of existing services.

13. To seek coordination of facilities and development projects with the Mashpee Water District and other public agencies and utilities.
14. To comply with all requirements of the Americans With Disabilities Act (ADA) as they relate to existing and proposed Town buildings and facilities.

Action Plan

Regulatory/Procedural Recommendations

1. Formalize a process to conduct a Space Needs Assessment for municipal buildings and facilities every five years.

The Executive Secretary would be responsible for developing and coordinating this program. Each Department head would conduct a Needs Assessment for their own operation. This program should begin in Year 3, with the first report due in Year 5. The goal is to have this data ready for the five-year Comprehensive Plan update. A number of related regulatory/procedural recommendations emerge out of this program:

- a.) Conduct a public hearing for public input to this process as discussed in Policy 2.
- b.) Have the Building Inspector conduct an assessment on the soundness of each Town building and facility as discussed in Policy 5.
- c.) Include the Beautification Council and Design Review Committee for review and comments on the landscape and signage of each municipal building and facility.
- d.) Formalize a process for coordinating with the Water District and any other agency/utility if any utility work has been identified as a need. This coordination should take place during the planning stages for any proposed improvements and/or new construction.
- e.) The Americans with Disabilities Committee should be included during the planning of any needed construction of municipal facilities to identify any ADA projects.

2. Develop an Impact Fee program.

The Town, once its Local Comprehensive Plan is certified, should start to develop such a program. The first step may involve the creation of a committee to study how the impact fee program can be structured. This committee should have the Executive Secretary, Board of Selectmen representative, a Finance Committee representative, Town Planner and Town Accountant, among others.

3. The Town should set up a process for dealing with regional facilities to make sure Mashpee's interests are best represented.

Policies 11 and 12 discussed regional facilities. As the local official who may be dealing with a proposed regional facility is project specific, the Board of Selectmen may want to suggest a general policy on the Town's approach to its involvement in dealing with regional facilities. For example, the Economic Development Coordinator could be asked to provide assistance in locating the Courthouse in Mashpee, since there could be direct and indirect economic benefits of having this facility here. In other cases, a regional facility could have negative impacts and the Town should pro-actively plan to avoid such a facility. The Planning Department could serve as the coordinating body in assessing the impacts (positive and negative) of regional facilities, providing a report from which the Board of Selectmen can decide if positive benefits outweighs the negative, or vice versa, before any other action is taken.

Facilities Recommendations

Five-Year Capital Improvements Plan:

Town Hall

Phase I of the renovations of the existing Town Hall was completed in January 1997. Financing is being provided by a 15-year bond note.

DPW

The DPW has already included a number of facility needs in the Town's Capital Improvement Program. Additional DPW garage space needs to be added to the CIP process, since it has been identified as a project needed within 5 years. The current garage is 4,800 square feet. This size does not provide enough room for equipment, trucks and trailers. The garage is overcrowded during the winter, because the DPW does not want to have the sanders and plows stored outside during inclement weather, where the equipment is usually stored. The DPW Director projects the need at buildout for an additional 8,000 square feet. With an estimated cost for such a facility at \$75 a square foot, an 8,000 square foot expansion would cost \$600,000 for "enclosed space." To minimize impact on the capital budget, it is proposed that the project be done in two phases. The first phase of this project should be done by Year 4. A portion of the expansion will need to include heated space.

Library

In FY 1999, \$15,000 has been identified for a library expansion study. The Town's current Capital Improvement Program has included the cost of a 7,500 square foot expansion that would start in FY 2001. The Capital Improvement Plan now reflects this addition. This expansion is based on the space needs analysis conducted for this project. Initially a 5,000 square foot expansion was proposed, but work conducted for the draft of this element showed the need for a 7,500 square foot facility. It would take almost \$1-1.5 million to build a 7,500 square foot expansion in FY 2001.

Mashpee's library was shortchanged during the 1980s, when the needed 10,000 square foot library got reduced to a building half that size. With proper planning this does not have to happen again. This Plan has identified potential funding for the library expansion, which includes the use of impact fees once the Comprehensive Plan is certified by the Cape Cod Commission.

Archives

Much work related to the renovation and expansion of this facility is needed, but due to fiscal constraints and the more detailed planning required, these have been proposed for 2004. To identify the cost of these projects and to provide more detailed site planning and engineering, an Archives Building Renovation Study should be programmed for FY 2001, at an estimated cost of \$15,000, similar to studies for the Indian Museum and the Library.

Wampanoag Museum

The Museum received funding approval in May 1997 for the design of its renovation, along with a proposed museum addition. This project is being proposed for two phases. Phase I, the renovation, is critical to preserve the integrity of the Avant House. Now that Town Meeting has voted and the State Legislature authorized the transfer of ownership of this property to the Tribal Council, the project will not be included on the Capital Improvement Program. The Town did vote to contribute \$50,000 towards the renovations. The Tribal Council anticipates having a grant from the National Trust for Historic Preservation to assist in the funding of the renovation. Target for completion is July 1998.

Senior Center

Although expanded as recently as 1993, the growth of the Town and its senior population has placed heavy demand on this facility, particularly its meeting spaces. To address this issue and other identified needs, a \$15,000 Space Needs Study has been placed on the Town's Capital Improvement Program in FY 2000. Also listed on the town's current Capital Improvement Program is \$200,000 for the Adult Social/Day Care program, which is one of the Council of Aging's identified needs. As currently proposed the additional space needed to house such a program would be built in FY 2001. This project does not address any of the other identified needs such as the kitchen and meeting facilities. The Space Needs Study results should indicate if it is practical to include all projects at one time, or if these other needs should wait until 2004.

Cemetery

Clearing of 5 acres for a new cemetery on a parcel located on Great Neck Road South is expected within the next five years. A detailed plan is required to determine a number of items, which include: who will design this new cemetery, how much will that cost, how much it will cost to clear the proposed acreage; what the operating and maintaining procedures are going to be and, what the financial aspects of running the cemetery will be. A Cemetery Master/Business Plan will need to be developed.

Community Center

The Town does not have a community center at this time. The current Recreation Building is proposed to be expanded to provide space that can be used as a community center. The DHCD Small Cities grant for this project has been rejected in 1996 and 1997. The Town's Capital Improvement Program schedules the project for FY 2000, or Year 3, at a total cost of \$401,960. It is envisioned that the high school will be providing some community center functions as well.

Year 2004 Recommendations and Timetable:

Town Hall

- Conduct a planning study for Phase II, which includes an updated Space Needs Assessment and having an architect prepare design documents and plans based on such an assessment. **Timetable: 2004**
- Construction of Phase II, which should also include any necessary maintenance to work conducted in Phase I. **Timetable: 2006**

DPW Garage and Facility

- Identify a site to be used for materials storage. Three possibilities are the northern portion of the DPW parcel, the landfill (depending on status on capping and closure project) and a portion of the second cemetery site (currently proposed to be the 15.9 Mingo property). **Timetable: 2004**
- Develop the materials storage site. **Timetable: 2006**

Library

- An updated Space Needs Assessment reflecting the latest population characteristics should be conducted before any construction occurs. **Timetable: 2004**
- If further library expansion is warranted, construction should occur two year after the Space Needs Assessment. **Timetable: 2006**

Archives Building

Once an engineered design is complete and funding sources are identified, the actual construction to improve this facility should be undertaken. The needs of this facility are discussed in the Projected Facility Needs section. **Timetable: 2004-2005**

Indian Museum

- Once Phase I is completed, the planning and design of Phase II should begin. Phase II involves the expansion to provide for additional display space. If the Museum Renovation/Addition Design study does not provide enough level of detail then engineered plans will need to be developed. **Timetable: 2004**
- Construction of Phase II, Museum Expansion. **Timetable: 2005**

Senior Center

- The Space Needs Study to be conducted in FY 2000 will give answers to how much space is needed to house the various projects being proposed. In addition, if the proposed Adult Social/Day Care facility is added by 2004, the other needed projects should be programmed to have engineered drawings. **Timetable: 2004**
- Construction of expanded Senior Center to meet year 2004 needs. **Timetable: 2005**

Cemetery

If the existing cemetery is expanded and solely used for Native Americans and the new cemetery being planned is developed, the analysis conducted in the Projected Facility Needs section shows no additional plots would be needed. The proposed Master Plan for the new Cemetery should identify what is actually needed (as well as the 5-year Space Needs updates).

Buildout Facility Recommendations:

Town Hall

If a space needs assessment conducted near buildout shows additional office space is needed, it should be added at the rear of the existing Town Hall. Any expansion should be designed to blend in with the existing structure.

DPW

- Build an additional 1,600 square foot bay onto the maintenance garage.
- Develop a storage yard and long-term storage area on the capped landfill site.
- Build Phase 2 of the garage expansion. The DPW Director indicated that 8,000 square feet would be needed by buildout. Phase 1 of this project has been identified for the five-year plan.

Library

A library of 16,000 square feet is projected to be needed at buildout. An up-to-date space needs study should be conducted near buildout with a library expansion project programmed to meet the Town's needs. The space needs study should take into account changes in technology, including the development of the Internet as a "virtual" library that may decrease the need for storage space.

Archives

If the Tribal Council supports the suggestion, move the Ockway Chapel from its present location at the Meetinghouse Cemetery onto Collins' lot. The Chapel, or a tastefully designed structure, is envisioned as an annex to the Archives Building, which will help facilitate the development of a Native American research center.

Indian Museum

If Phase I and II are completed as planned, then no additional facilities are projected to be needed at this time. An up-to-date space needs assessment should be conducted around buildout, to identify any needed additional display space.

Senior Center

The Senior Center could have two additional expansion projects by the time Mashpee reaches its buildout state. The growth of Mashpee's senior population, and the services demanded, should be considered in a space needs assessment produced when buildout occurs, which will reveal if expansion is needed or not. An analysis of the Senior Center property show there to be enough room for expanded facilities; however, there appear to be some wetlands near the northern boundary, which would have to be studied further if an expansion of either the building or parking lot is planned for this area.

Cemetery

The need for additional cemetery space at buildout depends on a number factors: how much land is actually developed (five acres are the initial proposal) and how many residents buy plots. In addition, since people that do die in Town will be replaced by others who move in, buildout for the Town does not mean the cemetery space can be planned for its "buildout." An initial estimate is that perhaps another five acres could be cleared for use as cemetery plots.

1. The first part of the paper discusses the importance of the study of the history of the English language. It is a branch of linguistics which deals with the changes in the English language over time. The study of the history of the English language is important for several reasons. First, it helps us to understand the development of the English language and the factors which have influenced it. Second, it helps us to understand the relationship between the English language and other languages. Third, it helps us to understand the cultural and social context in which the English language has developed.

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